



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20250

MAR 1 2000

MEMORANDUM

TO: National Leadership Team
Forest Planning Rule Advisory Team
Forest Planning Rule Writing Team

FROM: James R. Lyons
Under Secretary
Natural Resources and Environment

Michael Dombeck
Chief
U.S. Forest Service

SUBJECT: Final Guidance for Forest Planning Rules

The following specific direction is provided for resolution of the issues addressed during National Leadership Team meeting on our proposed forest planning rules. Again, we thank all of you who participated for your frank, open, and spirited dialogue and the effort expended to bring these issues to closure.

Sustainability as the Foundation and Ecological Sustainability as First Priority

We reaffirm the notion of sustainability as a foundation necessary for National Forest System stewardship and "ecological sustainability" as a first priority for the stewardship of national forests and grasslands. The writing team should clarify the connections between ecological sustainability and social and economic sustainability – all three being essential elements to the achievement of sustainability. In addition, the writing team must clarify the links between the concept of ecological sustainability and our statutory mission as expressed in the Multiple-Use Sustained-Yield Act, the National Forest Management Act, and other relevant statutes given our extensive experience in implementing each. The Committee of Scientists report provides specific language which may be of use in the preamble to clarify these connections. Additionally, an inordinate amount of the proposed rule addresses the concept of ecological sustainability, amplifying the impression that this concept is dominant and that social and economic concerns are less significant. The rule should clarify the essential connection between the ecological, social, and economic elements of sustainability. (See the attached letter to the NLT for further clarification.)

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Sustainability Indicators

The rule should further clarify the linkages between sustainability, the criteria and indicators of sustainability (i.e., the criteria and indicators from the Montreal protocol), and land health performance measures. The specific framework for illustrating this point should be included in manual guidance. The chart presented by Hal Salwasser during our discussions could serve as a starting point for creating and illustrating this framework.

Range of Species Used to Determine Achievement of Viability and Focal Species

As recommended by the NLT, we should affirm our commitment to viability of all species, but indicate where and for which species we will require species specific viability assessments. We recommend that assessments be required for all federally-listed endangered, threatened, proposed and candidate species as well as other at risk species defined as sensitive species by the Forest Service. Review of state-listed species, species included on lists produced by organizations such as The Nature Conservancy, as well as locally-identified species may result in their inclusion as sensitive species.

In addition, the rule should include recognition of the use of focal species and focal habitats as indicators of overall ecological sustainability and that this concept is essential to addressing the larger issue of viability on national forest system lands. Reference should be made to the Committee of Scientists' report and the notion that "The key characteristic of a focal species is that its status and time trend provide insights to the integrity of the larger ecological system."

Critical in these concepts is acknowledgment of the limits of what the agency can do given existing scientific knowledge and resources, the need to make decisions based on existing information, and the need to invest in improving our knowledge of the relationship between focal species and ecological conditions.

High Likelihood Standard

We recommend retention of the language in the proposed rule recognizing that it is applicable to the ecological conditions over which the agency has stewardship authority.

Ecological Integrity

We support the recommendation that the term "ecological integrity" be incorporated into the concept of "ecological sustainability" and that the concepts embodied in the Committee of Scientist notion of ecological integrity be included.

Historic Range of Variability

It appears that the proposed rule places too much emphasis on the concept of historic range of variability as a management objective. The range of variability of ecological systems should be used as a reference point for managers in assessing resource conditions, trends, and future

management direction. Instead of making conditions within the historic range of variability an objective, the rule should incorporate the notion of the range of *natural* variability as an analytical tool to understand historical and current conditions and processes and the factors affecting them. This information will be used to help us understand potential future conditions and establish meaningful goals for sustainability.

Pre-decision Objection Process

We support the concept of a pre-decision objection process as a means of encouraging public dialogue over forest plan issues and alternatives. Critical to the success of this concept is the active effort of line officers to engage the public in a collaborative planning process with early and frequent opportunities for public participation and dialogue. This concept would parallel the approach taken by the Bureau of Land Management. It would not, however, affect the appeals process for project specific decisions in the context of forest plans.

Collaboration

Clearly, collaboration is essential to the success of this planning framework. The Committee of Scientists emphasized this point in stating that, "collaborative planning is necessary to establish the relationships, commitments, and responsibilities necessary for effective stewardship."

We recommend retention of the current concepts of collaboration in the proposed rule and suggest that the writing team emphasize the important role of collaboration in successful planning efforts. While the responsible official is granted discretion in determining how to use collaborative processes in the context of this new planning framework, it is essential collaboration be emphasized. In addition, the team should note that the goal of collaboration in the context of developing alternatives for planning or project decisions is not to encourage individuals or organizations to develop their own alternatives, but, instead to work with these interests in constructing alternatives that reflect and/or incorporate their concerns.

Contribution of Science

While the Committee of Scientists emphasized the need for *scientists* to play an active role in planning, comments from the Deputy Chief for Research and Development (R&D), Robert Lewis, strongly recommended a shift in focus to emphasize the use of *science* in the planning process. One of the key consideration in this approach is to emphasize not who provides scientific input, but rather that this scientific information is made an integral part of the process. We accept this notion and recommend that the writing team work with the language provided by Dr. Lewis to address R&D's concerns.

To clarify some of the specific issues discussed, we believe it essential that a national science advisory board be established and that the Deputy Chief for Research and Development take the lead in identifying candidates and coordinating the board's activities. In the same vein, individual research station directors will be responsible for the establishment of regional science advisory boards and should work in partnership with their regional forester counterparts to ensure

a close working relationship between these boards, others in the scientific community with information and expertise of value to line managers, and regional Forest Service leadership.

It is clear that this planning rule places new challenges on the Forest Service's R&D program. Specifically, the framework proposed by the Committee of Scientists establishes a new paradigm in the manner in which station directors interact with line managers and the extent to which research becomes a partner with line managers in sharing appropriate information and expertise to assist in future forest planning and management decision making. We strongly support this notion.

The Committee of Scientists' report emphasized that, "Collaborative planning rests upon a foundation of scientific information developed by scientists and other knowledgeable people in an open, public process." The Committee identified at least five different tasks for scientists in collaborative planning: (1) creating knowledge of relevance to collaborative planning; (2) developing the integrative science for bioregional assessments; (3) helping managers understand the application of scientific and technical knowledge; (4) helping to design effectiveness-monitoring procedures and adaptive-management experiments; and (5) evaluating the use of scientific information in planning and implementation. Acknowledgment of these roles for science and the responsibilities of the R&D program in this vein should be included in the preamble of the rule.

In addition, manual direction should specify that research station directors should provide leadership in the following: (1) as co-lead with appropriate line management staff in the design, development, and implementation of broad-scale assessments; (2) as co-lead in the design and evaluation of monitoring procedures and protocols; and (3) as lead in the development, as appropriate, of science consistency checks and peer reviews. The efforts initiated by Associate Chief Hilda Diaz-Soltero to build a stronger working relationship between R&D, line managers, and the State and Private Program should continue and be incorporated into future agency budgets.

Implementing Monitoring

Language should be included in the rule to ensure that monitoring is viewed as a critical element of project design and implementation as deemed appropriate. The writing team should include language to recognize the requirement that "there is a reasonable expectation that *anticipated* funding will be *adequate* to complete any required monitoring and evaluation". In addition, we believe it is essential that the rule clearly define the relationship between monitoring and sustainability, linked to criteria and indicators and performance measures, and recognizing that designing, implementing, and evaluating appropriate measures of sustainability will require a collaborative effort between Research and Development and responsible officials.

Suitability Determinations

We support the language in the proposed rule, but need to ensure that additional analysis of suitability in the context of forest plans recognizes the opportunity to integrate uses and should

not be interpreted to imply exclusivity of uses on national forests and grasslands. Suitability analysis should not be expected for all uses, but should help identify where the production of certain products or services may be "unsuitable" - i.e., could contribute to impairment of the productivity of the land and be counter to the goal of ecological sustainability. In addition, the rule should clarify that on lands deemed unsuitable for timber production, timber harvests can proceed only to the extent that the responsible official documents their contribution to ecological sustainability.

Site-Specific Project Planning in the Planning Framework

We support the use of this planning framework for site-specific project planning, but believe that the rules must clarify which concepts, principles, and processes should apply on a site-specific basis. This is a critical concept in the new planning framework. However, it is important that the final rules clarify what is required and what is not as the planning framework is applied to site-specific project decisions. For example, it would not be anticipated that viability assessments would normally be required at the site-specific scale provided this information, as appropriate and necessary, is available at the appropriate planning level.

Delegations of Plan and Project Decision Authority

We support the language in the proposed rule and the recommendation of the writing team. In seeking to develop a more flexible planning framework, we must recognize that one level of decision authority does not fit all issues, and that decisions will be made at the scale appropriate to the issue of concern.

Unroaded Areas Related to the Roadless Rulemaking Process

We recommend retention of the language in the proposed planning rule and clarification that this rule does not require a specific planning process for areas meeting the definition of "unroaded".

Clearcutting

We recommend further clarification of the circumstances under which clearcutting may be considered an appropriate silvicultural tool while recognizing that flexibility is required at the appropriate geographic scope and scale. The rules should not permit clearcutting to exceed current size limitations, nor divert from previously existing national guidance.

Transition

We concur in the recommendation of the writing team with regard to the transition to this planning framework. It is important to ensure adequate flexibility for responsible officials to complete ongoing planning activities, while, at the same time, ensure that the final rules are in place as expeditiously as possible. Since much of what was recommended by the Committee of Scientists reflects their observations of successful, ongoing planning process in the field, we assume that the transition to these new planning rules should not be difficult.



DEPARTMENT OF AGRICULTURE
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WASHINGTON, D.C. 20250

March 1, 2000

Dear Forest Service Leader,

We want to express our thanks to all of you who participated in the National Leadership Team (NLT) Meeting last week to discuss remaining issues associated with new rules to guide national forest planning and management decision making. The candid and thoughtful dialogue and the active participation of all in attendance provided invaluable guidance in resolving these remaining issues. With the framework established by the Committee of Scientists' report, the counsel offered by members of the interagency advisory team, the extensive public input received, the excellent dialogue with members of the NLT, and the diligent work of the writing team, we are confident that the final forest planning rules will provide a solid foundation for sustainable forest management.

It is clear, after nearly two decades of experience in the development and implementation of forest plans, that new direction is warranted. The experiences of the past two decades offer invaluable insights into what worked well in our past planning efforts and what changes can improve the process. The Committee of Scientists' efforts to understand and document the experiences of planners and managers in the field offers important evidence of the capability of the Forest Service to innovate and adapt as conditions warrant. At the same time, the Committee's report provided new and important recommendations for changes, not only in the planning process, but in the behavior of the Forest Service. The Committee's recommendations redefine our role in planning; in how we integrate scientific information into management decisions; and in how we engage the public in planning and management decision making processes. Further, the Committee's report helps to clarify the Forest Service's mission in the stewardship of forest ecosystems to ensure the sustainable production of the goods and services which society demands of the lands and waters which we are entrusted to manage.

Our meeting last week marks a milestone in our thinking, as an organization, about the ways in which we must work together to better care for the land and serve the needs of the American people. The concepts and procedures embodied in this rule are the foundation for a new way of doing business in the Forest Service in fulfilling our stewardship responsibilities for the nation's national forests and grasslands.

It is clear from the public comments received that the draft rules did not adequately communicate the concept of "ecological sustainability", the intent of the Committee of Scientists, and the relationship of this concept to the multiple-use mission of the Forest Service. We offer this clarification and direction to resolve these concerns.

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Page 2

Ecological sustainability must remain the cornerstone of our land stewardship responsibilities. We simply cannot address the demands of society for the goods and services produced by the national forest system without securing the health of the land. Therefore, as recommended by the Committee of Scientists, we reaffirm that "... the first priority for stewardship in the national forests and grasslands must be to maintain and restore the ecological sustainability of watersheds, forests, and rangelands for present and future generations."

Given the extensive public comment on this subject as well as the discussions that followed, it is important to return to the Committee's report to affirm the essential and inseparable connection between ecological sustainability and the sustainable production of goods and services from the national forests and grasslands.

As stated on page xvi of the report,

"The Committee recommends that ecological sustainability provide a foundation upon which the management for national forests and grasslands can contribute to economic and social sustainability. This finding does not mean that the Forest Service is expected to maximize the protection of plant and animal species and environmental protection to the exclusion of other human values and uses. Rather, it means that planning for the multiple use and sustained yield of the resources of national forests and grasslands should operate within a baseline level of ensuring the sustainability of ecological systems and native species. Without ecologically sustainable systems, other uses of the land and its resources could be impaired (emphasis added)."

This language, which bears repeating in the context of the preamble of the rule, is synonymous with a key concept embodied in the Multiple-Use Sustained-Yield Act of 1960, which authorizes and directs the Secretary of Agriculture to administer the renewable surface resources of the National Forests for "multiple use and sustained yield of the several products and services obtained therefrom." The statute defines multiple use as,

"the management of all the various renewable surface resources of the National Forests so that they are utilized in the combination that will best meet the needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; that some land will be used for less than all of the resources; and harmonious and coordinated management of the various resources, each with the other without impairment of the productivity of the land... (emphasis added)"

The statute goes on to define sustained yield with this same qualification, that it should provide for "achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources of the National Forests without impairment of the productivity of the land."

FILE

June 19, 1995

MEMORANDUM FROM SECRETARY OF AGRICULTURE DAN GLICKMAN

To: THE HONORABLE ALBERT GORE, JR., VICE PRESIDENT
LEON PANETTA, CHIEF OF STAFF TO THE PRESIDENT

Subject: MY JUNE 15-16 PACIFIC NORTHWEST TRIP

Following our meeting last Wednesday, I hope you find useful this brief report on my trip to the Pacific Northwest.

Thursday, I met with Governor Kitzhaber for over an hour and spent much of the day with him. During the day, I announced some economic development grants in Brownsville and Lebanon, Oregon; spoke at an event with the Governor at Springfield Mill Group, a mid-sized timber mill near Eugene; visited a large mill, Weyerhaeuser; and a small independent mill, Swanson Superior. I also spent nearly an hour with Oregon labor leaders at the office of Mike Draper, member of the AFL-CIO's district 7 general executive board, in Springfield.

Friday, June 16, in Seattle, I had a breakfast meeting with the leadership of major environmental groups. I concluded my visit in Spokane with a well-attended town hall meeting on the farm bill at a farm near the Idaho-Washington border.

John Lowe, USDA's Regional Forester accompanied me during most of my timber meetings, as did the Administration's staff person, Tom Tuchmann, who has been monitoring the implementation of the forest plan for over a year and who is very ably and competently managing our effort.

Based on my visits and conversations with all of these people, I have several observations for you:

1. Governor Kitzhaber has an extraordinarily well balanced perspective of the entire Northwest timber situation. He has the respect of both environmentalists and timber

groups key to the President's political success in the future. The President needs to listen to him on this very volatile issue and I strongly recommend that the President call or meet with him as quickly as possible.

2. The Governor believes delays carrying through with our timber harvesting objectives have created a perception that we are not honoring those commitments. He believes the President may be too focused on the sufficiency language in the rescission bill and not focused enough on the bottom line -- moving green or salvage timber salvage in a sustainable and environmentally responsible way.

3. While I think the Governor believes Presidential acceptance of the salvage language without amendment or modification would be inconsistent with previous statements and appear indecisive, he does not like the litmus tests which are being created from this issue. The bottom line seems to be: If the President decides to veto the bill again -- assuming a solution cannot be worked out -- then the President must see that an acceptable level of salvage and other timber will be cut. The Administration must take steps to speed the process to move timber and honor our commitment to sell 1.1 billion board feet of timber by next year, not 1997.

4. It seems to me large timber companies have an acceptable supply of timber through ownership of their own forest land. Meanwhile, some smaller mills have or will have difficulty getting a reasonably adequate supply of timber in the near future. A predictable supply from our forests will help.

5. Our economic development efforts and timber conversion grants have been very successful and generally well received. Unemployment in rural Oregon has actually declined in the last year. We have been especially successful helping high technology business ventures in some areas hard hit by mill reductions and closings. Nevertheless, strong negative feelings about mill closings and loss of timber employment continue in parts of rural Oregon.

6. That portion of organized labor employed in the wood and forest products industry is antagonistic toward our timber policies. The representatives I met with are particularly hostile toward what they perceive as a radical environmentalist conspiracy to wipe out jobs; they perceive that these environmentalists are really committed to a "no cut" goal.

7. The labor group I met with actively supports the sufficiency language in the rescission bill and believes that Senator Hatfield is a honest-to-goodness hero. Quite frankly, they were very negative about the President's policies. Particularly, they believe he has reneged on his promise, made last year, to move timber. They were

frustrated with how little timber has been moved, and how many jobs continue to be lost. I believe we must commit additional dollars to get a sufficient amount of timber moving so that we meet the President's commitments. Jim Lyons, USDA's Under Secretary for Natural Resources and Environment, estimates that it may take an additional \$20 million to employ enough people on the ground to expedite sales. We should come up with these resources so we can convince the people in the region we are moving ahead to meet our commitments.

8. The environmentalists I met with were reasonable. While they were unanimous in their view that the President should veto the rescission bill because of the sufficiency language, they also understand that more timber needs to be harvested to meet the President's commitments. While some do subscribe to a "no cut" policy, the leadership at the meeting said a majority of their members understood the need to speed process to sell timber.

9. My visit and town hall meeting in eastern Washington were very successful. I was in Speaker Foley's old district; nearly 250 farmers and ranchers came to a lovely farm near Spokane to hear me talk about the 1995 farm bill. Senator Murray's staff was very helpful setting up the event and providing me sound advice to my staff.

10. The bottom line on timber is: We can move ahead on timber sales in a sustainably sound and environmentally responsible way, provided we devote the resources and adopt the policies necessary to meet our commitments. Again, my strong advice is that the President speak personally with Governor Kitzhaber before going to Portland next week.

Clippings are attached.



File Code: 2640
Route To :

Date: MAR 08 1995

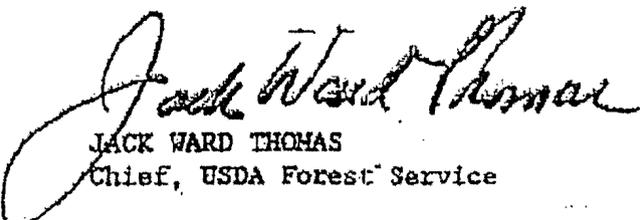
Subject: Consultation Timelines and Process
Streamlining for Forest Health Projects

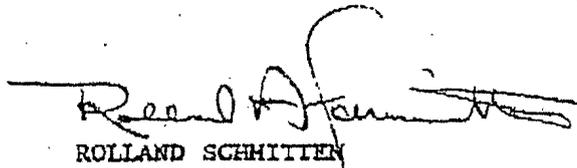
To: Regional Foresters Regions 1, 4, and 6
Fish and Wildlife Service Regional Directors (Portland and Denver)
Regional Director NMFS (Seattle)
State Directors BLM (Oregon and Idaho)

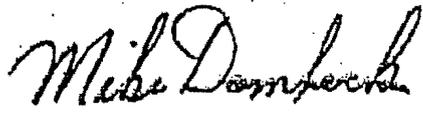
The Forest Service (FS), U.S. Fish and Wildlife Service (USFWS), Bureau of Land Management (BLM), and the National Marine Fisheries Service (NMFS) have jointly developed a consultation timeline and streamlining processes necessary to accomplish forest health projects and salvage timber harvest in the West. A copy is enclosed.

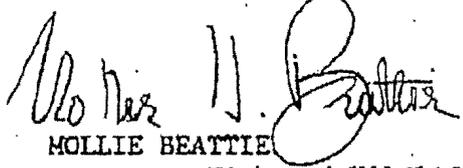
This "new" process utilizes interagency teams and completes consultation on projects within the timeframes needed to meet the requirements of the National Environmental Policy Act. This process essentially shortens the project planning timeframes (including consultation) from 220-475 days down to 160-340 days. (The 340-day time period reflects those situations requiring environmental impact statements.) In addition, this process provides for consultation to occur simultaneously with project development.

We are committed to implement this process immediately to insure that the teamwork needed to carry out an environmentally sound forest health program is initiated. We ask that you organize interagency teams to insure the process is implemented and the timeline met. Your contacts are: Harv Forsgren (FS); Chris Jauhola (BLM); Bob Ziobro (NMFS); and Katrina Martin (USFWS).


JACK WARD THOMAS
Chief, USDA Forest Service


ROLLAND SCHMITT
Director, National Marine
Fisheries Service


MIKE DOMBECK
Director, USDI Bureau of Land
Management


MOLLIE BEATTIE
Director, Fish and Wildlife
Service

May 22, 1995
Update on Streamlining Consultations

- March 8 A streamlined process for completing consultations on forest health projects and salvage timber sales in Regions 1, 4, and 6 was announced in a letter signed by the heads of the Forest Service, Bureau of Land Management, Fish and Wildlife Service and National Marine Fisheries Service.
- March 6-11 Target date for formation of interagency teams, and for beginning development of salvage sale screens.
- March 15 Target date for interagency teams to begin screening salvage sales.
- March 22-23
(& ongoing) FS, BLM, NMFS, FWS representatives meet in Portland to discuss implementation of March 8 letter. Several draft letters to establish interagency teams and processes have been circulated. A final letter is in routing for signature and is expected to be ready for distribution during the week of May 29. This will cover Region 1 (outside Montana), Region 4, and Region 6. Region 5 might also sign onto the letter. Although implementation has already started, full implementation should occur with the signing of the letter.
- April 6 FS and FWS interagency teams established for National Forests in Montana via a letter signed by R1 Regional Forester (Dave Jolly) and FWS Montana Field Supervisor (Kemper McMaster).

New Process - Salvage Sales

<u>TIME</u> ¹	<u>GATE NO.</u>	<u>GATE NAME</u>	<u>PROCESS</u>	<u>KEY ACTIVITIES</u>
30-90 days	1 ¹	Position Statement	Position Statement Development	Sale area selection, scoping, silvicultural exams, area logging/transportation analysis, financial/economic analysis, budget, and scheduling. Begin informal Section 7 Consultation.
60-120 days	2 ²	Decision	Sale Area Design	Environmental and economic analysis, silvicultural prescriptions, resource review, project transportation/logging analysis, decision making, and project activity plan preparation. Initiate and complete formal consultation if necessary.
30-90 days	3	Timber Sale Preparation Report	Sale Plan Implementation	All field layout activities, document items for use in preparing appraisal, contract preparation, offering, and sale area improvement plan.
40 days	4	Advertisement or Notice	Final Package Preparation, Review, Appraisal and Offering	Preparation of appraisal, sample contract, bid form, prospectus, and advertise sale.
	5	Bid Opening Date	Bid Opening	Review bids, hold auction, and identify apparent high bidder.
	6	Sale Award	Sale Award	Complete award activities.

Total Days
160-340
(5-11 mo.)

¹ Time frames will vary by size and complexity of salvage project

² Gate Activities are expanded on page 2

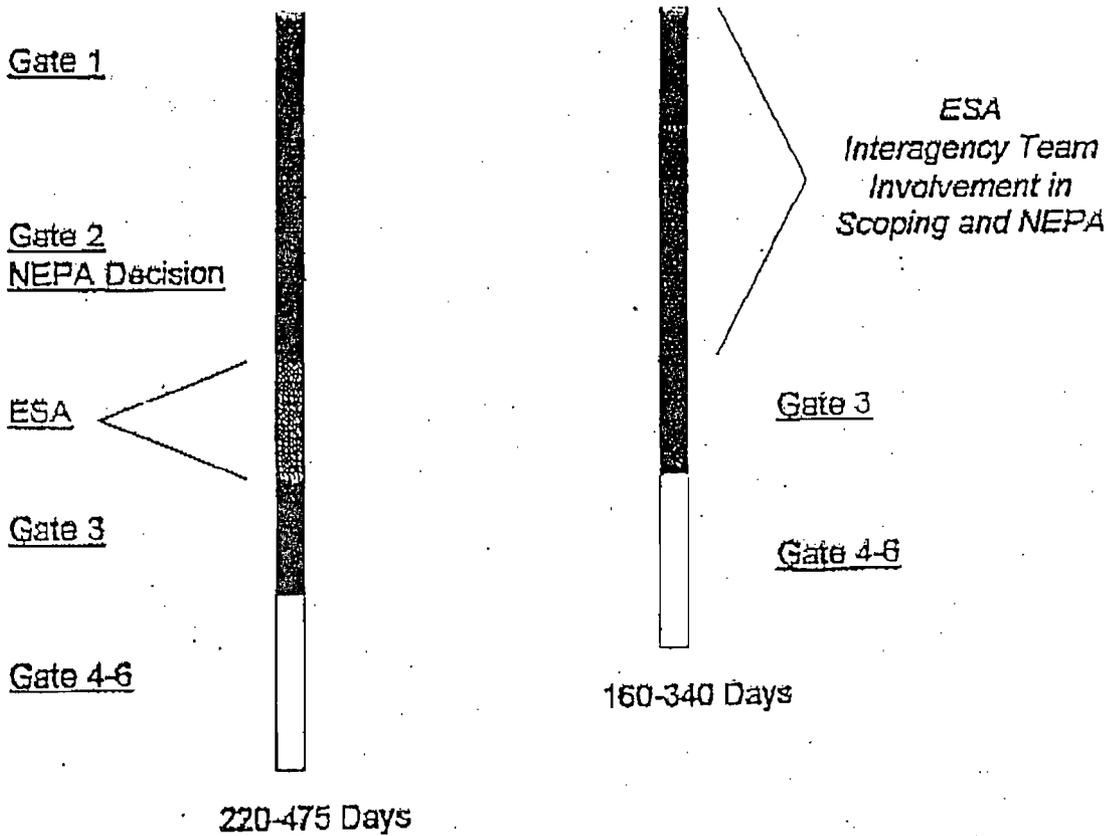
Activity Detail for Gates 1 & 2

<u>GATE NO.</u>	<u>KEY ACTIVITIES</u>	<u>Endangered Species Act</u>		
		<u>No Effect</u>	<u>May Affect</u>	
		<u>Informal Consultation</u>	<u>Informal Consultation</u>	
1	<p>Sale Area Selection</p> <ul style="list-style-type: none"> Review Forest Plan <p>Scoping (determine amount of analysis needed)</p> <ul style="list-style-type: none"> Land Use Allocation Restrictions: <ul style="list-style-type: none"> PACFISH FEMAT RCAS Key Watershed Critical Habitat Roadless Timber Stand Analysis <ul style="list-style-type: none"> Visual Resource Archaeological Recon Biological Analysis (ID T&E Spp) Soils Watershed Assessment Issue Identification <p>Silvicultural Exam</p> <p>Area Logging/Transportation Analysis</p> <p>Economic Analysis</p> <p>Budget, and Scheduling</p>	<div style="border: 1px solid black; padding: 5px; margin-bottom: 10px;">Interagency Team Involvement</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 10px;">Interagency Team Involvement.</div>	<p>Informal Consultation Continues</p>	<p>Formal Consultation</p>
2	<p>Environmental Analysis</p> <ul style="list-style-type: none"> Define Proposed Action Purpose and Need Resource Analysis Alternative Development <ul style="list-style-type: none"> Resource Environmental Analysis Silvicultural Prescriptions Logging/Transportation Analysis Economic Analysis Preferred Alternative Determine Significance (need for EIS) Prepare EIS, FONSI or Categorical Exclusion <p>Decision</p> <p>Prepare Project Activity Plan</p> <p>Process Administrative Appeals as Needed</p>	<div style="border: 1px solid black; padding: 5px;">Interagency Team Involvement</div>	<p>Concurrence</p>	<p>Biological Opinion</p>

Time Line Comparison for Salvage Sales

Old Process

New Process



TIME LINE COMPARISON FOR SALVAGE SALES

Total

1. Process under Senate Amendment (# of Days)				Total
Gate 1	Gate 2	Gate 3	Gate 4-6	
30-90	30-120	30-90	40	130-340



2. Streamlined ESA Process						Total
Gate 1	Gate 2	NEPA & Comment	Appeal Process	Gate 3	Gates 4-6	
30-90	30-120	30-90	105	30-90	40	<u>160-430</u>

3. Normal Process (# of Days)							Total
Gate 1	Gate 2	ESA	Comment Period	Appeal Process	Gate 3	Gates 4-6	
30-90	30-120	30-90	30	105	30-90	40	295-565

Definitions:

Gate 1- Position Statement (Sale area selection, scoping, silvicultural exam, area logging/transportation).

Gate 2- Decision (Sale area design, environmental and economic analysis, silvicultural prescriptions, resource review, decision making, and project activity plan preparation).

ESA- Endangered Species Act Consultation (Initiate and complete formal consultation if necessary).

Gate 3- Timber Sale Preparation Report (All field layout activities, document items for use in preparing appraisal, contract preparation, offering, and sale area improvement plan).

Gate 4- Advertisement

Gate 5- Bid Opening

Gate 6- Award

Comment Period- Required before final decision is issued.

Appeal Period- Full number of days if an appeal is filed.

Other Points

1- Senate Amendment requires no:

- ESA Consultation (FS biologists do the B.E.)
- EIS (EAs only)
- Comment period
- Appeals

---Reduces number of people needed to work on these areas

2- ESA consultation is conducted along with planning and NEPA process.

United States Department of Agriculture Forest Service	United States Department of Commerce National Marine Fisheries Service	United States Department of Interior Bureau of Land Management	United States Department of Interior Fish and Wildlife Service
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Reply to: 2670

Date:

Subject: Streamlining Consultation Procedures Under Section 7 of the Endangered Species Act

To: USDA Forest Service Supervisors (OR/WA, ID and CA); USDI Bureau of Land Management District Managers (CA, ID, OR/WA); USDI Fish and Wildlife Service Project Managers (OR/WA, ID and CA); USDC National Marine Fisheries Service Project Managers (OR/WA, ID and CA)

On March 8, 1995, agency heads of the Forest Service (FS), National Marine Fisheries Service (NMFS), Bureau of Land Management (BLM) and Fish and Wildlife Service (FWS) issued a joint letter directing that consultation procedures for forest health and salvage projects be streamlined to occur within shortened time frames.

We have broadened this direction to include all consultation efforts. Our success will be determined by a number of factors--especially important will be the amount of interagency involvement during the earliest phases of project development and the degree to which consultation can be concluded at the field level without additional reviews or oversight.

To accomplish this goal, we are chartering two interagency field teams: Level One Teams and Level Two Teams (Enclosure 1).

Level One Teams will consist of interagency biologists with the experience and expertise to make biological determinations and bring consultation to conclusion at the field level. Level One Teams will coordinate with FS District Rangers, BLM Area Managers and their staffs in the early phases of project planning and promptly raise issues they cannot resolve to Level Two Teams (Enclosure 2).

Level Two Teams will consist of FS Forest Supervisors, BLM Ecosystem/District Managers, and NMFS and FWS personnel with decision-making authority. Level Two Teams will establish priorities, secure resources, monitor performance, and resolve issues elevated by Level One Teams. Issues that cannot be resolved by Level Two teams will be forwarded on to us for resolution.

A regional interagency technical staff will be available to assist field teams, if requested (Enclosure 3). In addition, each regional office has appointed an individual to serve as a Key Contact with the responsibility to monitor accomplishment, facilitate issue resolution, and keep us informed of progress and issues that require our involvement (Enclosure 4).

We expect the following:

1. Recognizing that consultations have already occurred on the Northwest Forest Plan, PACFISH, and the eight eastside Land and Resource Management Plans with critical habitat for listed salmon stocks, we expect consultation to be rapidly concluded on projects that comply with the standards and guidelines of these programmatic plans and the provisions of their Biological Opinions.

2

2. Level One Teams will agree on information, documentation, format, and timeframes before proceeding with the development of Biological Evaluations/Assessments (BE/BA) and Biological Opinions.

3. The Section 7 consultation process will be simplified and streamlined (e.g., batching similar projects in same area or with similar timing needs; combined interagency consultations, etc.) to complete informal consultations within 30 days and formal consultations within 60 days after submission of agreed-upon BA.

4. Issues, barriers, or disagreements that would preclude meeting these timeframes will be promptly elevated to the appropriate level for resolution.

5. Performance will be assessed regularly by each team to evaluate progress and make adjustments as needed.

We will be conducting workshops to ensure our expectations are clear and to discuss more fully the concepts behind this strategy.

Achieving our goal will require unprecedented interagency cooperation and bold new ways of doing business. It will require an interagency work environment based on professionalism, trust, mutual respect, and accountability. We will build on our interagency successes of the past to make this new, more streamlined and effective consultation process a reality.

/s/ John E. Lowe
JOHN E. LOWE
Regional Forester, Region 6
USDA Forest Service

/s/ William Bradley for
ELAYNE Y. ZIELINSKI
State Director, OR/OA
USDI Bureau of Land Management

JOHN HUGHES
Regional Forester, Region 1
USDA Forest Service

MARTHA HAHN
State Director, ID
USDI Bureau of Land Management

DALE BOSWORTH
Regional Director, Region 4
USDI Fish and Wildlife Service

ED HASTEY
State Director, CA
USDI Bureau of Land Management

G. LYNN SPRAGUE
Regional Forester, Region 5
USDA Forest Service

/s/ Michael J. Spear
MICHAEL J. SPRAR
Regional Director
USDI Fish and Wildlife Service

WILLIAM STELLE, JR.
Regional Director
USDC National Marine Fisheries Service

Enclosures (4)

ENCLOSURE 1

INTERAGENCY CONSULTATION TEAMS
(Oregon and Washington)Level 1 TeamsLevel 2 Teams

USDA Forest Service (Region 6)

COLVILLE NATIONAL FOREST

Jim McGowan*
Tom Shuhda
Kathleen Ahlenalagor
Michelle Eames

Ed Schultz
Dave Kaumheimer

DESCHUTES NATIONAL FOREST

Mike Gerdas
Denise Hann
Cindi O'Neill*
Joe Burns

Sally Collins
Travis Colay

PREHONT NATIONAL FOREST

Terry Hershey*
Clay Speas
Bob Wooley
Rollie White
Barb Masinton

Charles Graham
Steve Lewis

GIFFORD PINCHOT NATIONAL FOREST

Ray Scharph
Steve Lanigan*
Nancy Fredricks
Tod Williams
NMFS Biologist

Ted Stbblefield
Dave Fredrick
NMFS Supervisor

MALHEUR NATIONAL FOREST

Carol Corey*
Rich Gritz
Gene Yates
Diana Hwang
Steve Wille**

Mark Bocha
Gary Hiller
NMFS Supervisor

MT. BAKER-SNOQUALIMIE NATIONAL FOREST

Charlie Vandemoer*
Jim Doyle
Laura Potash
Nancy Dubbs
NMFS Biologist

Dennis Eschor
Kate Benkert
NMFS Supervisor

MT. HOOD NATIONAL FOREST

Bill Otani*
Joe Moreau
Harty Stein
Josh Millman
NMFS Biologist

Robertta Molton
Russ Peterson
NMFS Supervisor

OCHOCO NATIONAL FOREST

Dave Zalunardo*
Dean Crover
Mike Simpson
Diana Hwang
Steve Wille**

Tom Schmidt
Gary Miller

OKANOGAN NATIONAL FOREST

Bob Naney*
Jim Spotts
Larry Loggis
Michelle Eames
NMFS Biologist

Sam Gehr
Dave Kaumheimer
NMFS Field Supervisor

OLYMPIC NATIONAL FOREST

Bill Dugas*
Jack Ayerst
Joan Zieglerum
Marilym Stoll
NMFS Biologist

Ron Humphrey
Nancy Gloman

ROGUE NATIONAL FOREST

Joel Pagel*
Melanie Anderson
Wayne Rolle
Joe Burns
Ron Rhew**

Jim Gladen
Craig Tuss**

SISKIYOU NATIONAL FOREST

Lee Webb*
Randy Frick
Linda Mullens
Kathleen Linder
Antonio Bentivoglio**

Mike Lumm
Craig Tuss**

SIUSLAW NATIONAL FOREST

Carl Froundelker*
Mike Clady
Katie Grenier
Naomi Bentivoglio
NMFS Biologist

Jim Furnish
Carol Schuler
NMFS Field Supervisor

UMATILLA NATIONAL FOREST

Charlie Gobar
John Sanchez*
Karl Urban
Diana Huang
NMFS Biologist

Phil Kline
Gary Miller
NMFS Field Supervisor

UMPUQUA NATIONAL FOREST

Cindy Barkhurst
Jeff Doss*
Richard Hollivell
Scott Center
NMFS Biologist

Don Ostby
Craig Tuss
NMFS Field Supervisor

WALLOWA-WHITMAN NATIONAL FOREST

Tim Schoumer
 John Anderson*
 Paula Brooks
 Jim Esch
 NMFS Biologist

Bob Richmond
 Susan Martin
 NMFS Field Supervisor

WENATCHEE NATIONAL FOREST

Charles Phillips*
 Ken McDonald
 Terry Lillybridge
 Jodi Bush
 NMFS Biologist

Sonny O'Neil
 Jim Michaels
 NMFS Field Supervisor

WILLAMETTE NATIONAL FOREST

Ken Byford*
 Amy Unthank
 Jenny Dimling
 Josh Millman
 NMFS Biologist

Darrel Kenops
 Russ Peterson
 NMFS Field Supervisor

WINEMA NATIONAL FOREST

Brent Frazier
 Daryl Gowan
 Carol Tyson*
 Barb Hasinton
 Doug Young
 Marcus Horton

Bob Castenada
 Steve Lewis

USDI Bureau of Land Management (Oregon/Washington)

BURNS DISTRICT

Gena Sato*
 Guy Sheeter
 Richard Hall
 Rollie White
 Ron Rhew

Mike Green
 Gary Miller

COOS BAY DISTRICT

Bill Hudson
 Larry Hangan*
 Bruce Rittenhouse
 Kathleen Linder
 Antonio Bentivoglio**

Cary Osterhaus (acting)
 Carol Schuler**

EUGENE DISTRICT

Neil Armantrout
 Eric Greenquist*
 Nancy Wogan
 John Millman
 NMFS Biologist

Judy Nelson
 Russ Peterson
 NMFS Field Supervisor

LAKEVIEW DISTRICT

Alan Mumhall
 Gayle Sitter*
 Louis Whiteaker
 Rollie White

Edward Singleton
 Gary Miller

MEDFORD DISTRICT

Dale Johnson
George Arnold*
Joan Seevers
Joe Burns
Ron Rhaw**

David Jones
Craig Tuss**

PRINEVILLE DISTRICT

David Young
Brad Keller*
Ron Halvorson
Ron Rhew
NMFS Biologist

James Hancock
Gary Miller
NMFS Field Supervisor

ROSEBURG DISTRICT

Doug McVean*
Rob Hurt
Russ Holmes
Scott Center
Rollie White**

Gary Osterhaus
Craig Tuss**

SALEM DISTRICT

Robert Ruediger
Wayne Logan*
Larry Scofield
Naomi Bentivoglio
NMFS Biologist

Van Manning
Carol Schuler
NMFS Field Supervisor

SPOKANE DISTRICT

Lou Jurs*
Joe Kelly
Pam Camp
Chris Warren
NMFS Biologist

Joseph Ruesing
Carol Schuler
NMFS Field Supervisor

VALE DISTRICT

John Sadowski*
Mark Lacey
Jean Findley
Ron Rhew
Jim Esch
NMFS Biologist

James May
Susan Martin
NMFS Field Supervisor

INTERAGENCY CONSULTATIONS TEAM
(Idaho and California)

Level 1 Teams

Level 2 Teams

USDA Forest Service (Region 4)

BOISE NATIONAL FOREST

Tim Burton
Wayne Owen
John Erikson
Jim Esch
NMFS Biologist

Dave Rittenhouse
Alison Beck-Haas
NMFS Field Supervisor

SALMON/CHALLIS NATIONAL FOREST

Leon Jadowski
Bruce Smith
Ken Stauffer*
Ray Vizgirdas
NMFS Biologist

George Matejko
Mike Donahoo

NMFS Field Supervisor

SAWTOOTH NATIONAL FOREST

Deb Bumpus
Tom Bandolin*
Ray Vizgirdas

Tom Tidwell (acting FS)
Alison Beck-Haasisor
NMFS Field Supervisor

PAYETTE NATIONAL FOREST

Dave Burns
Floyd Gordon
Alma Hanson
Rachel Strach
NMFS Biologist

Dave Alexander
Susan Martin
NMFS Field Supervisor

CARIBOU NATIONAL FOREST

Lee Laffert
Scott Feltis*
Mike Donahoo
NMFS Biologist

Paul Nordwall
Susan Martin
NMFS Field Supervisor

TARGHEE NATIONAL FOREST

Don Delany
Tim Kaminski*
Bob Specht
Mike Donahoo
NMFS Biologist

Jerry Reese
Susan Martin
NMFS Field Supervisor

USDA Forest Service (Region 1)

BITTERROOT NATIONAL FOREST

Rich Torquammada*
John Ormiston
Linda Pietarinan
FWS Biologist
NMFS Biologist

Steve Kelly
Bob Rusink
Ted Meyers

CLEARWATER NATIONAL FOREST

Dan Davis*
Pat Murphy
Bob Kibler
NMFS Biologist

Bob Littlejohn
Alison Beck-Haas
Ted Meyers

NEZ PERCE NATIONAL FOREST

Steve Blair
Scott Russell*
Leonard Lake
Bob Kibler**
NMFS Biologist

Wika King
Alison Beck-Haas
Ted Meyers

PANHANDLE NATIONAL FOREST

Paul Harrington*
Dave Cross
Mark Mousseaux
Suzanne Audet
NMFS Biologist

Dave Wright
Bob Hallock
NMFS Field Supervisor

USDA Forest Service (Region 5)

Because of the short timeframe, California will identify team members by June for the 4 northern Forests and by September 1 for the rest of the Region. They will do this jointly with FWS and NMFS.

FWS representatives:

LOS PADRES NATIONAL FOREST

Dave Paraksha

SHASTA TRINITY NATIONAL FOREST

Jim Smith

MODOC NATIONAL FOREST

Barb Musinton
Doug Young
Marcus Horton

Steve Lewis

USDI Bureau of Land Management (Idaho)

UPPER COLUMBIA-SALMON/CLEARWATER ECOSYSTEM

Lew Brown*
FWS Biologist
NMFS Biologist

Fritz Rennabaum
FWS Field Supervisor
NMFS Field Supervisor

LEMHI RESOURCE AREA

Jude Trapani
Loren Anderson
Helen Umschneider
FWS Biologist
NMFS Biologist

CHALLIS RESOURCE AREA

Frank Bird
Jerry Gregson
Bill Osborne
FWS Biologist
NMFS Biologist

COTTONWOOD RESOURCE AREA

Craig John
Mark Lowry
FWS Biologist
NMFS Biologist

EMERALD EMPIRE RESOURCE AREA

Scott Robinson
LeAnn Eno
FWS Biologist

LOWER SNAKE RIVER ECOSYSTEM

Jim Clark*
Bruce Zoelick
Ann DeBolt
FWS Biologist

David Brunner
FWS Field Supervisor

UPPER SNAKE RIVER ECOSYSTEM

Russ McFarling*
Steve Popovich
Pat Koelsch
FWS Biologist

Mary Gaylord
FWS Field Supervisor

USDI Bureau of Land Management (California)

UKIAH DISTRICT

Paul Roush
Steve Hawks
Keith Hughes

Dava Howell

SUSANVILLE DISTRICT

Bruce Durtsche
Nancy Williams

Rick Hanks

* District/Forest Consultation Contact - The role of this biologist/botanist is to be principal District contact to coordinate responses to consultation related issues. Contingent on the projects and species involved, the other biologists and botanists will participate in the consultation efforts.

** FWS representative will represent both FWS and NMFS.

4/14/95

: 2

INTERAGENCY CONSULTATION PROCESS

Project Biological Evaluations
(Made by action agency biologists)

MAY AFFECT (to Level 1 Team in batches) | NO EFFECT (no consultation)

Level 1 Team reviews effects
determinations for understanding
and concurrence.

Likely to Adversely
Affect Actions Level 1 Team
will explore options to
reduce effects so that a
not likely to adversely
call can be made

Not Likely to
Adversely Affect and
Beneficial Effect transmitted
via Biological Assessment (BA)
or INFORMAL consultation

If successful

If Not Successful

Formal Consultation
included in 30 days

Likely to Adversely Affect

If Level 1 Team concurs
that the effects determination
is correct and that consultation
should proceed, projects are
transmitted via BA for FORMAL
consultation:

Formal Consultation
concluded in 60 days

If Level 1 Teams
disagree about effects
determinations or whether
the project should be sent
for consultation:

To Level 2 Team for
issue resolution: Project
may be modified so that only
informal consultation is
necessary, sent on for formal
consultation, or dropped.

Botanist
consultation
other

ENCLOSURE 3

REGIONAL SENIOR TECHNICAL TEAM

BUREAU OF LAND MANAGEMENT

Barb Hill
Ron Wiley
Allan Thomas

Joe Lint
Ervin Cowley
Roger Rosentreter

FOREST SERVICE

Grant Gunderson
Bill Ruediger
Linda Ulmer

Scott Woltering
Jay Gore

FISH AND WILDLIFE SERVICE

??????

NATIONAL MARINE FISHERIES SERVICE

??????

Additional members can be added, as needed, for particular areas of expertise.

ENCLOSURE 4.

INTERAGENCY COORDINATORS

BUREAU OF LAND MANAGEMENT

Mike Crouse**
Ervin Cowley

FOREST SERVICE

Gordon Haugen**
Kirk Horn
Bill Burbridge
Hugh Black
David Solis

FISH AND WILDLIFE SERVICE

Gerry Jackson**
Bill Shake
D. Hall
Curt Smith

NATIONAL MARINE FISHERIES SERVICE

Ted Meyers
Liz Gaar
Jacqueline Wayland**

** Multi-Region/State coordinator - The role of the coordinator is that of agency key contact; advise executives on progress, facilitate action, regulatory agency coordination, etc.

FIRE SALVAGE AND FOREST HEALTH PROJECT
CONSULTATION TEAMS (MONTANA)

LEVEL 1 TEAMS

LEVEL 2 TEAMS

BEAVERHEAD NATIONAL FOREST

Jina Mariani
Scott Jackson

Deborah Austin
Dale Harms

BITTERROOT NATIONAL FOREST

John Omission
Scott Jackson

Steve Kelly
Dale Harms

CUSTER NATIONAL FOREST

Olink McQuinn
Scott Jackson

Nancy Currier
Dale Harms

DEERLODGE NATIONAL FOREST

Jina Mariani
Scott Jackson

Vari Eisbawid
Dale Harms

FLATHEAD NATIONAL FOREST

Nancy Warren
Maria Mantas
Anna Vandehay

Joel Hoatrop
Dale Harms

GALLATIN NATIONAL FOREST

Marton Cherry
Scott Jackson

Dave Garber
Dale Harms

HELENA NATIONAL FOREST

Bany Paulson
Anna Vandehay

Tom Clifford
Dale Harms

KOOTENAI NATIONAL FOREST

Bob Summerfield
Doug Parkinson
Kevin Shelley

Bob Schrenk
Dale Harms

LEWIS & CLARK NATIONAL FOREST

Don Godtel
Anna Vandehay

John Greer
Dale Harms

LOLO NATIONAL FOREST

Mike Hillis
Kevin Shelley
Anna Vandehay

Chuck Wildes
Dale Harms



Consultation Timeline

- February 9 - Forest Service (FS) received PACFISH Biological Opinion from National Marine Fisheries Service (NMFS)
- February 20 - March 15 - FS to apply PACFISH screens to watershed consultation packages (all ongoing projects)
- March 1 - NMFS to Complete Land Resource Management Plans Biological Opinion
- March 6-11 - Form interagency teams (FS, BLM, NMFS, FWS)
- Start development of Salvage Sale Screens (involve interagency team)
- March 9 - PACFISH implementation by FS
- April 3 - PACFISH implementation by BLM
- March 15 - Start screening salvage sales (interagency team)
- March 15 - FS to begin receiving concurrences from NMFS on "not likely to adversely affect ongoing projects in watershed consultation packages.
- April 1 - NMFS and Fish and Wildlife Service begin consultation for salvage sales. Consultations to be completed in accordance to Forest Service salvage sale timeframes concurrently with NEPA process.

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

June 29, 1995

Statement by the President

I am pleased that we have reached an agreement with Republicans and Democrats in the Congress on the rescissions bill.

I vetoed the original rescissions bill because it reduced the deficit the wrong way. The new bill achieves the same amount of deficit reduction as the previous bill, but it does so the right way, by protecting investments in children, education, national service, job training, and the environment that Congress wanted to cut. These are the kind of balanced priorities that make sense for our country as we enter the difficult budget debates ahead.

Specifically, the new legislation restores \$733 million in these critical areas, including \$220 million for the Safe and Drug-Free Schools program, \$60 million for training teachers and other reforms under Goals 2000, \$105 million for Americorps, and \$225 million for the Safe Drinking Water program.

Like the original bill, the new legislation contains over \$16 billion in spending cuts, and it provides supplemental funds I requested for disaster relief activities of the Federal Emergency Management Agency, the Federal response to the bombing in Oklahoma City, increased anti-terrorism efforts, and debt relief to Jordan to facilitate progress toward a Middle East peace settlement.

We have now achieved a bill that I am prepared to sign. This is essential legislation, and I hope the Congress will act on it quickly. While on balance, I believe we made such significant changes that I am able to sign the legislation, the bill does contain provisions I do not support.

I still do not believe this bill should contain any of the provisions relating to timber. I opposed the timber salvage rider because I believe that it threatens once again to lead to legal gridlock and to impair, rather than promote, sustainable economic activity. I continue to have that concern. But the conferees did accept important changes in the language that preserve our ability to implement the current forest plans and their standards, and to protect other resources such as clean water and fisheries.

-more-

Page Two

Furthermore, Chairman Hatfield insists that the timber salvage provisions provide complete discretion for the Administration to implement these provisions according to our best judgment.

I take Senator Hatfield at his word. Therefore, after signing the rescissions bill into law, I will direct the Secretary of Agriculture, the Secretary of the Interior, and all other federal agencies to carry out timber salvage activities consistent with the spirit and intent of our forest plans and all existing environmental laws.

We will abide by the balanced goals of our forest plans, and we will not violate our environmental standards. Both are too important to protecting our quality of life and our economy.

URGENT

TO: CHIEF OF STAFF PANETTA
FROM: JIM LYONS
SUBJ: FOLLOW-UP TO DISCUSSION WITH THE PRESIDENT
DATE: May 24, 1995

As follow-up to our discussion, there is another alternative that you might present to Hatfield.

Keep in mind that there are 3 key elements to this part of the recision bill. They are:

- (1) salvage timber sales
- (2) option 9 timber sales -- from the President's plan (Subsection (d) of the provision)
- (3) award and release of previously offered and unawarded timber sale contracts --
"Section 318" timber sales -- (Subsection (k) of the provision).

As another alternative to offer Hatfield --

(1) suggest he drop subsection (k) because we are prepared to release all but a small volume of timber that has not been awarded. Rationale: If we are forced to operate the sales as instructed by the Congress, we could run afoul of the Endangered Species Act and it could affect the President's forest plan. For remaining sales, we will offer alternative volume or buyout.

(2) On option 9 sales, as the President suggested from the Oregonian editorial, retain this section and "sufficiency" provisions. Rationale: We should have confidence in operating timber sales consistent with the plan that was found legally sufficient by Judge Dwyer.

(3) On salvage sales, either --

a. request they drop salvage sale and related sufficiency provisions and make clear that we have devised a process that will allow us to prepare sales more quickly -- our timeline would allow us to produce sales in just about the same period of time as the salvage provision would (We know this isn't likely to fly.) or

b. suggest that expedited procedures (theirs or ours, since we will use the discretion in the bill to implement our approach) for salvage sales be in place for 18 months, and, if we haven't produced what we say we can by the end of that time due to lawsuits, then have "sufficiency" kick in -- this is the "trigger" mechanism we discussed.

If you take this latter approach, understand that the 6.7 bbf target in the Statement of Managers is beyond our capability (and they know it!). A more reasonable goal is 5.0 - 5.5 bbf over 3 years, and an appropriate goal for the first 18 months (through Sept. 30, 1996) might be 4.0 bbf of salvage timber prepared and offered for sale.

THE WHITE HOUSE

WASHINGTON

August 1, 1995

MEMORANDUM FOR THE SECRETARY OF THE INTERIOR
THE SECRETARY OF AGRICULTURE
THE SECRETARY OF COMMERCE
THE ADMINISTRATOR, ENVIRONMENTAL PROTECTION
AGENCY

SUBJECT: Implementing Timber-Related Provisions to
Public Law 104-19

On July 27th, I signed the rescission bill (Public Law 104-19), which provides much-needed supplemental funds for disaster relief and other programs. It also makes necessary cuts in spending, important to the overall balanced budget plan, while protecting key investments in education and training, the environment, and other priorities.

While I am pleased that we were able to work with the Congress to produce this piece of legislation, I do not support every provision, most particularly the provision concerning timber salvage. In fact, I am concerned that the timber salvage provisions may even lead to litigation that could slow down our forest management program. Nonetheless, changes made prior to enactment of Public Law 104-19 preserve our ability to implement the current forest plans' standards and guidelines, and provides sufficient discretion for the Administration to protect other resources such as clean water and fisheries.

With these changes, I intend to carry out the objectives of the relevant timber-related activities authorized by Public Law 104-19. I am also firmly committed to doing so in ways that, to the maximum extent allowed, follow our current environmental laws and programs. Public Law 104-19 gives us the discretion to apply current environmental standards to the timber salvage program, and we will do so. With this in mind, I am directing each of you, and the heads of other appropriate agencies, to move forward expeditiously to implement these timber-related provisions in an environmentally sound manner, in accordance with my Pacific Northwest Forest Plan, other existing forest and land management policies and plans, and existing environmental laws, except those procedural actions expressly prohibited by Public Law 104-19.

I am optimistic that our actions will be effective, in large part, due to the progress the agencies have already made to accelerate dramatically the process for complying with our existing legal responsibilities to protect the environment. To ensure this effective coordination, I am directing that you enter into a Memorandum of Agreement by August 7, 1995, to make explicit the new streamlining procedures, coordination, and consultation actions that I have previously directed you to develop and that you have implemented under existing environmental laws. I expect that you will continue to adhere to these procedures and actions as we fulfill the objectives of Public Law 104-19.

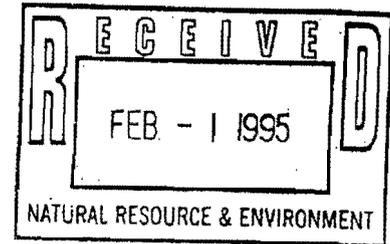
William S. Clinton



EXECUTIVE OFFICE OF THE PRESIDENT
COUNCIL ON ENVIRONMENTAL QUALITY
WASHINGTON, D.C. 20503

Kathleen A. McGinty
Chair

January 27, 1995



MEMORANDUM TO DISTRIBUTION

FROM: KATHLEEN MCGINTY

RE: IMPLEMENTATION OF THE PRESIDENT'S FOREST PLAN

Good Work

It has been nearly 19 months since the President held the Forest Conference in the Pacific Northwest. As a result of the Administration's efforts, we now have a Forest Plan that protects our forests, provides assistance to those who are affected by the difficult transition, and requires agencies to work together as they never have before.

I am pleased to report that under your leadership, our Federal agencies have indeed moved forward in meeting the President's commitments while facing some very difficult circumstances. Most importantly, just before Christmas Judge Dwyer ruled to uphold the Plan. I congratulate you for this and other efforts to make this work for the people of the Pacific Northwest. A summary of our accomplishments is attached for your perusal. The hard work of your employees is greatly appreciated and they should be recognized for their fine efforts. The fact is, we are clearly moving forward.

New ISC Procedure

The coming year will be important in that it will be the first in 3 years in which the Federal agencies' activities will not be hampered by the courts. Therefore, we must concentrate our efforts on effective implementation. In so doing, I would like for you, where appropriate, to select and/or delegate your role on the Interagency Steering Committee (ISC) to agency heads so that we can have an ISC that meets quarterly and actually coordinates the work in the region. I understand that in some cases this will not result in a change, but the ISC responsibility should be made clear. I will continue to chair the ISC. Don't hesitate to call if this creates any problems.

Feedback is needed immediately on 1995 Benchmarks

Per the FY95 Interior Appropriations Report, the Office of Forestry and Economic Development (OF&ED) must develop benchmarks for both the economic and forestry aspects of Plan implementation for FY 95 and then report back to the President and Congress by December 31, 1995, on agencies' success in meeting those benchmarks. The report will also

include recommendations for improvements that we may make to meet the President's commitments.

Good work has already begun in establishing these benchmarks. Attached are copies of the proposed forestry and economic benchmarks paper. Please have the benchmarks appropriately reviewed immediately and return to OF&ED with your agencies comments by February 15th. The Departments of Labor and HUD and the Small Business Administration are not involved with the forest component so there is no need for them to review the forest benchmarks paper. The final forest and economic benchmark papers should be agreed to at the first quarterly meeting of the ISC on March 8, 1995. Details on the meeting are forthcoming.

I expect OF&ED to report back to me by February 10th with both a final roster of ISC delegates and a list of benchmarks under which we may measure agencies' success in Plan implementation. Again, thank you all for your fine efforts.

Enclosures: Accomplishments Summary
Proposed Forestry & Economic Benchmarks

DISTRIBUTION: Secretary Babbitt
Secretary Brown
Secretary Cisneros
Acting Secretary Rominger
Secretary Reich
Administrator Browner
Administrator Lader
Alice Rivlin

CC: Interagency Steering Committee
Multi-Agency Command
Regional Community Revitalization Team
Regional Intergovernmental Executive Committee

Economic Revitalization

The Economic Adjustment Initiative is the first part of the President's Forest Plan, aimed at providing immediate and long-term relief for people, businesses and communities affected by changes in forest management practices.

The people attending the Forest Conference clearly stated they wanted the opportunity to determine their own economic futures, but in order to do it effectively government red tape had to be cut, and financial and technical assistance had to be delivered where and when it was needed.

To accomplish those goals, ideas from people and communities are gathered and considered by one-stop centers for all types of financial assistance called the *Community Economic Revitalization Team* (CERT). Each state has one CERT whose membership is individually tailored to deal with the needs of workers, families, businesses and communities in their state.

To eliminate red tape, the CERTs are working to streamline government and overcome bureaucratic barriers. *By the end of fiscal year 1994, 25 barriers of red tape had been removed.*

In FY 1994, more than \$126 million in grants and loans were awarded for more than 160 projects in over 100 communities throughout the region to help with job training, small business assistance, community infrastructure and many other efforts.

While the list of projects and communities is extensive, the economic assistance projects can be placed into four main targeted areas:

Assistance to Workers and Families

Example: \$6.6 million to Oregon and \$1.8 million to Washington to retrain more than 1,750 dislocated workers

Assistance to Business and Industry

Example: \$33 million in grants to stimulate business growth and economic development projects in rural communities in Oregon, Washington and California

Assistance to Communities

Example: More than \$45 million in grants and loans to help rural communities in Oregon, Washington, and California plan and build water and waste treatment facilities and other improvements to community facilities and infrastructure

Ecosystem Investment

Example: \$27 million to fund more than 400 watershed restoration projects in Oregon, Washington and California, restoring the environment and providing jobs

The President's Forest Plan hopes to distribute more than \$900 million to the region over the remaining four years of the Economic Adjustment Initiative. While more than \$248 million in grants and loans were available from a variety of federal programs and agencies in 1994, the overwhelming majority of the money spent was in the form of grants, and the remaining unspent funds were due to a lack of demand for the loans and loan guarantees.



United States Office of Forestry and Economic Development

333 S.W. First Avenue, P.O. Box 3623, Portland, Oregon 97208-3623



The President's Forest Plan: Breaking Gridlock and Moving Forward



For years, an uncertain future loomed before the people and communities in Oregon, Washington and California as disagreements grew over the management of public forest lands, which created conflict, division, and ultimately gridlock.



To put an end to the gridlock and move the region forward, on April 2, 1993, President Bill Clinton convened the Forest Conference in Portland, Oregon. For the first time in history, environmentalists, timber companies, Native American tribes, and local, state and federal governments sat down together at one table and focused on the future of natural resources management.



From the Forest Conference came the President's Forest Plan, whose goals were clear:



- * Support the region's communities during a period of economic transition
- * Provide a sustainable timber economy
- * Protect and enhance the environment
- * Make federal agencies work together as one government



The President's Forest Plan was released only six months ago, yet it is already being successfully implemented on the ground, with many significant accomplishments:

To support the people and their communities through this period of transition, in 1994 more than \$126 million in grants and loans were awarded to more than 100 communities throughout the region creating opportunities for new jobs; job training programs, community infrastructure, small business assistance and other efforts.

To protect and enhance the environment, in 1994 more than 600 watershed restoration projects were completed or initiated, putting people to work repairing and enhancing streams, waterways and other restoration projects.

Years of gridlock were broken within two months after the President released his science-based forest plan, when federal courts lifted injunctions banning timber harvesting on some federal lands, which allowed timber sales in owl habitat to move forward for the first time in three years.

While there is still much to do in the years ahead, a solid foundation is now in place for complete and successful implementation of the President's Forest Plan.

The President's Forest Plan consists of three main components:
Economic Revitalization, Forest Management, and Interagency Cooperation.

The following pages outline in more detail the Forest Plan's goals, implementation, and highlight some of the many other accomplishments to date.

Forest Management

The goal: Create a science-based natural resources management plan that both protects the environment and provides for a sustainable timber harvest.

Recognizing forests are a complex network of biological systems, the Forest Plan calls for innovative **ecosystem management** planning. To plan for the future of these ecosystems, Washington, Oregon and California are broken into 12 provinces that share common aquatic and terrestrial characteristics, with watersheds serving as the basis for the planning areas to help assure clean water for people and healthy habitat for fish and wildlife.

When the President's science-based Forest Plan was released on April 13, 1994, within two months **federal courts lifted injunctions banning timber harvesting on public lands, allowing timber sales in owl habitat to move forward for the first time in three years.** To protect the environment around riparian areas and aquatic habitat, timber sales are designed to limit impacts on streams in the region. While it will take a few years to reach the forest plan's target level, **timber sales** are expected to be about 1.1 billion board feet per year.

In fiscal year 1994, the following was also accomplished:

- * *252 million board feet of timber was sold from public lands within the range of the northern spotted owl*
- * *An additional 257 million board feet was sold from public lands outside the range of the northern spotted owl*
- * *1.38 billion board feet was actually harvested: 1.005 billion board feet within the range of the northern spotted owl/376 million outside of the range of the northern spotted owl*
- * *Initiated scientific review of proposed management actions in late-successional reserves and allowed ecologically sensitive activities to move forward.*

An **Aquatic Conservation Strategy** is aimed at restoring and maintaining the ecological health of watersheds. The strategy provides direction for watershed analysis, restoration and monitoring for the region.

Among the accomplishments in 1994 to implement the Aquatic Conservation Strategy:

- * *Completed or initiated 614 watershed restoration projects, which are restoring streams and putting people to work.* For example, two teams of displaced timber workers in the Olympic and Willamette National Forests earned family wages while being trained for and implementing watershed restoration projects. This type of successful program will be applied in other forests throughout the region in 1995.
- * *Completed analysis of 34 watersheds*
- * *Analysis of an additional 40 watersheds underway*
- * *Completed a uniform guidebook for watershed analysis*

Forest Management continued

The Forest Plan also develops creative new management techniques such as *Habitat Conservation Plans, which allow landowners to move forward with their economic goals while still conserving forests and waterways for habitat preservation.*

Currently, negotiations are underway with 25 landowners on Habitat Conservation Plans which would cover nearly 3.7 million acres in Oregon, Washington, and California.

A framework was developed for regional research, scientific oversight, and monitoring plans to ensure that the implementation of projects will be monitored now and in the future, and that up-to-date scientific information on ecosystem management will be shared between all participating groups.

The Forest Plan recognizes six different types of *federal land allocations* to preserve old growth forests, protect the environment, and allow for timber harvest of trees less than 80 years old, or salvaging activities that help promote characteristics of ancient forests:

Riparian Reserves: 2.2 million acres along streams and wetlands to protect and enhance clean water and to create habitat.

Adaptive Management Areas: 1.5 million acres consisting of ten areas intended for innovative forest management. They are located near forest-dependent communities.

Matrix Lands: Includes 4.9 million acres outside of reserves and withdrawn areas which are available for timber harvest.

Congressionally Withdrawn Areas: 7 million acres of National Parks, wilderness areas, national monuments and other federal lands where timber harvest is prohibited.

Late-successional reserves: 7.1 million acres of federal lands where old-growth or late successional cutting is prohibited.

Administratively Withdrawn Areas: 1.7 million acres of federal land to be used for various uses such as experimental forestry, research, recreation, and scenic areas.

The plan also establishes ten *Adaptive Management Areas (AMA)* within the forest plan region. These AMA's will become living laboratories where experimenting with innovative, environmentally sensitive forest management techniques will be encouraged and developed.

The AMA's will also allow the opportunity for people to play an important new role in helping determine for the future of their local forests, by working with their local federal agencies at the grass-roots level developing new experimental forestry techniques and plans for their AMA. Federal guidelines establishing this process were put together in the fall of 1994, and the AMA's are now getting their public participation processes underway.

Interagency Coordination

The third part of the President's Forest Plan is aimed at making federal agencies work as one government. Instead of creating more bureaucracy, the President directed existing federal agencies involved with the forest plan to work together in creative new interagency groups.

In an unprecedented effort by the federal government, the interagency groups have brought the federal agencies who are developing, monitoring, and overseeing the forest plan to the table, where they are effectively working together to implement the forest plan. Agencies are now working as one government and saving money by jointly coordinating efforts, improving communication, sharing information, and eliminating duplication.

With the President continuing with his commitment to downsize federal government, each agency involved with the forest plan redirected their priorities and dedicated time, staff and resources to the interagency groups to make the forest plan work.

The **Interagency Steering Committee (ISC)** establishes overall policies for the forest plan. The committee is chaired by the White House Office of Environmental Policy and its members include the Cabinet-level offices of the Secretary of the Interior, Secretary of Agriculture, Administrator of the Environmental Protection Agency, and the Secretary of Commerce.

The **Regional Interagency Executive Committee (RIEC)** serves as the senior regional body implementing the forest plan, coordinating and communicating policies with agencies in the forest plan area. Members of the committee include the Pacific Northwest and California directors of the Bureau of Land Management, Forest Service, Fish and Wildlife Service, National Marine Fisheries Service, Bureau of Indian Affairs, the Environmental Protection Agency, and the National Parks Service. Advising the RIEC is the **Regional Intergovernmental Advisory Committee (RIAC)**, which ensures key participation from the state and tribes within the region.

The **Regional Ecosystem Office (REO)** provides independent recommendations and scientific, technical and other staff support to the RIEC to help implement the forest plan. Staff of the REO are on loan from federal agencies involved with the forest plan.

Each of the 12 provinces has a **Provincial Interagency Executive Committee (PIEC)**, made up of federal agency directors who oversee the implementation of the Forest Plan within their province. A major component of the PIEC are the **Advisory Committees**, made up of community, business, environmental groups, Native American tribes, and federal, state, and county officials who directly advise the PIEC. The PIEC Advisory Committees are the grass-roots contact for involvement in the Forest Plan process.

Assisting the Economic Adjustment Initiative are the **Multi-Agency Command (MAC)** and the **Regional and State Community Economic Revitalization Teams (RCERT and CERT)**. The MAC members include the sub-Cabinet-level offices of the Secretary of Commerce, Secretary of Labor, Secretary of the Interior, Secretary of Agriculture, Secretary of Housing and Urban Development, Secretary of Transportation, Small Business Administration, and other federal officials. RCERT and state CERT members include representatives from California, Oregon, Washington, Native American tribal organizations, and federal agencies

PROPOSED FORESTRY BENCHMARKS

V. Priorities and Benchmarks for FY 1995

Background:

The Conference Report of the FY 1995 Department of Interior and Related Agencies bill states that the director of the US Office of Forestry and Economic Development

"...shall report to the President and Congress no later than December 31, 1995 on Federal agencies' progress on forest management, economic assistance, and interagency coordination at both regional and national levels, with special attention being given to watershed analysis and restoration."

In fulfilling this direction OFED would like the ISC and RIEC to agree on benchmarks for measurement and analysis so that the agencies in both Washington, D.C. and the region will be working toward the same goals.

The RIEC has already established their 1995 priorities. The attached outline of the RIEC's priorities, and REO actions in support of these priorities, provides a good summary of the agreements.

While the RIEC/REO priorities are tied to specific actions, the ISC has focused on broader policy priorities that are measurable and tied to key issues in the Plan as outlined in section one of this document. OFED suggests that the ISC continue to focus on these broader issues in 1995.

Listed below are the key areas where we, collectively, need to show results in 1995, along with some of the questions that remain to be worked out. With your modifications and approval, we will go back to the agencies and jointly develop a plan to meet and measure these goals for the next ISC meeting which we propose should take place in the middle of January 1995.

Proposed 1995 Benchmarks:

Natural Resource Management

I. Watershed Analysis: Need understanding that these analyses are issue driven and are tied to nearly every action on the ground. Prepare them for necessary work to get short-term projects completed and update as other projects come along. Comply with the pilot guide for 1994-1996, but be realistic about the iterative nature of these analyses. Issues are not the same throughout the region, for example, timber sales are not the only driving force, some forests may be driven by hydropower relicensing or watershed restoration.

Agencies need to coordinate with State efforts and get agreement on scope and nature of the analyses. Currently there some differences of opinion among and between land management and regulatory agencies on level of detail that is needed for completing watershed analysis requirements. This is due in part to their different legislative mandates and objectives. We

need an explicit understanding as to how much NEPA, Clean Water Act, and Endangered Species Act benefits we are seeking from the watershed analysis process. As the forests/districts become more adept at preparing analyses, the time and cost of preparation should go down. Some forests estimate that once their GIS programs are up and running, they can do an analysis in 2-3 months.

Suggested Benchmark: Set regional goal for number of analyses to accomplish. State in terms of a range or a percent of land base, rather than a "hard target". Resolve differences between federal agencies on scope and method of analyses as we jointly develop the interagency guide. Develop strategies for reducing costs and time of preparation.

2. Watershed Restoration: Need to recognize the link between watershed restoration and jobs-in-the-woods. Money is given to resource managers to accomplish watershed restoration. Resource managers are adept at designing restoration projects, but not as experienced in making those projects fulfill Jobs-in-the-Woods goals. We succeeded in spending the appropriated funds in 1994, but how many workers were employed, how long was the job duration, at what pay scale, and what skills were developed by the workers? How can we improve for 95? Must strengthen the link between the two programs and show field managers how to make gains here. Need to spread contract operations out over the year, if possible.

Suggested Benchmark: Expand the Jobs-in-the-Woods/Displaced Worker Training program modelled on the Sweet Home Ranger District and the Olympic National Forest to 9 other locations/units. Spread projects over a 6 month period, at a minimum, more if possible. Strengthen tie to the State Community Economic Revitalization Teams.

3. Timber Sales: Timber sale "target" numbers do not reflect the amount of work that must take place up front. Before the planner begins, a watershed analysis, survey and manage species information, and sometimes a Late Successional Reserve assessment must be completed. This is in addition to any NEPA analysis, Section 7 or adaptive management area consultations and project design.

The timeliness in producing a timber sale program is especially acute in the next 2 to 4 years as the initial assessments are completed.

Suggested Benchmark: Build planning steps into the target assignment. Adjust target for reductions in Forest Service R-5 and BLM land management plans. Forest Service in R-6 should reevaluate the effects of the ROD on the PSQ in their land management plans. Set timber sale target levels for 1995-1997. Forest Service Chief has testified to Congress that the projected sale level for 1995 for R-6 and R-5 in the owl range will be from 400-470 mmbf.

4. Monitoring: This is a critical measure of success and will also allow us to make changes to the standards and guidelines as we learn more about the effects of plan implementation.

Monitoring GIS is also essential as a measure of the effectiveness of our forest management in meeting the objectives of the Forest Plan. Implementation monitoring will be in place soon. Other pieces will be completed in 95 and 96. Need to emphasize importance of monitoring to field level, and the linkage to future management decisions, as well as the courts. Monitoring must not be put to the side as we prioritize budgets to meet other benchmarks.

Suggested Benchmark: Field level should be implementing the Implementation Monitoring Plan. Initiate construction of an interagency data base for sharing monitoring data and as a process for improving procedures.

5. Adaptive Management Areas: Efforts in adaptive management areas were affected by FACA concerns and the focus of available resources on other priority areas. Many view these areas as "matrix". Therefore, to what extent do we want to continue making this a priority for 95? In what manner? Possible measures include the number/kind of new, creative projects proposed; partnerships established or formalized; amount/type of active participation by public, research scientists, and agencies; AMA plans prepared or decisions on whether/when a plan will be prepared

Suggested Benchmark: Plans prepared where determined necessary, innovative or experimental projects initiated or completed, public partnership strategy in place.

6. Habitat Conservation Plans: The Northwest Forest Habitat Conservation Plan Program in Olympia is a new program established in 1994. Measuring the success of the program will be problematic in part because of novelty of the program, but also because of the tremendous variability among the various HCPs currently underway. These range from small, straightforward plans to complex plans of over a million acres; involvement of Fish and Wildlife Service staff varies respectively. Measuring success is probably best accomplished by examining several factors.

Suggested Benchmark: Total number of HCPs being processed: At the inception of the HCP program, endangered species staff in Oregon and Washington were actively working on no more than three to five HCPs. Staff is now working on nearly 20 HCPs in these two states and another four are in progress in California.

Total number of HCPs finalized: To date one HCP has been completed in Washington and one in California. The potential exists for completing up to ten plans in 1995.

Customer satisfaction: One of the distinct goals of the HCP office is to deal with the frustration that many timber owners feel under the current regulatory structure. If this perception/attitude changes under the new program, one of the Fish and Wildlife Service's major objectives will have been fulfilled.

Interagency Coordination:

Regional/national levels need to communicate strong commitment to the plan and model interagency coordination for field levels. The agencies have good horizontal integration, but not vertical integration. For example, the RIEC is operating very well, but that cooperation does not necessarily transfer to the field.

Need specific direction to Washington D.C. national offices and the field on interagency coordination, budget preparation, and implementation. The Regional level is making great progress on implementation direction, but national level and national to field level coordination could be improved.

Need to reduce regulatory/management agency tension regarding watershed analysis and restoration. Need to comply with FACA and get RIEC and PIEC advisory committees up and running. Need to continue to speak as one government and must reach out to States, Tribes and Counties. Need to strengthen the link between economic and forestry components of the Plan.

Suggested Benchmark: Establish interagency staff group at the national level that will help the region accomplish goals and breakdown barriers, rather than act as an oversight group.

Issue budget direction from each agency/department that directs the region to work together in preparing budgets. Intergovernmental Advisory Committees and Provincial Advisory Committee's are up and running. Economic and forestry sides of the plan are coordinating on a regular basis at regional and field level.

Barriers:

In addition to the obvious challenges all the agencies face in defining and implementing ecosystem management, there are process, funding and structural barriers to accomplishing the above goals. The ISC should focus on breaking down these barriers to extent they can given current funding realities.

1. "Bureaucracy": Unnecessary or outdated processes still exist. We need to identify where these exist and work on an interagency basis to get rid of them. A survey of the field offices would likely result in a list of processes that are simply a matter of agency policy or culture (rather than law or regulation) and could be changed or eliminated.
2. Funding and FTEs: Realizing that the administration and Congress will continue to reduce budgets and FTEs, we must also recognize that the agencies have budget and especially FTE problems. For example, the following is a summary of Forest Service (Region 6) funding and FTE reductions from FY 90-94.

<u>Unit</u>	<u>FY 90 (M\$)</u>	<u>FY 94 (M\$)</u>	<u>%</u>	<u>FY 90 FTE's</u>	<u>FY 94 FTE's</u>	<u>%</u>
R6 Total	\$644,177	\$563,690	-13%	10,365	7,718	-26%
WIL NF	\$ 59,447	\$ 33,507	-44%	995	550	-45%
Olympic NF	\$ 22,170	\$ 17,124	-23%	395	228	-42%

The FTE figures include full-time, part-time and temporary employees.

Given the critical need to show significant results in FY 95, we will need support from the ISC to reduce restrictions on FTEs if at all possible and shift budget priorities where needed.

3. Structure: We need to discuss the make-up of the ISC for FY 95 and beyond to assure that the right representatives are at the table and that they meet on at least a quarterly basis. An interagency staff group should be established in Washington, D.C. that will assist the region in breaking down barriers to plan implementation. This group should serve as facilitators rather than giving direction and oversight.

PROPOSED ECONOMIC BENCHMARKS

REVISITING/EVALUATING PRIORITY ROLES STRATEGIES OF THE RCERT FOR FISCAL YEAR 1995

Revised November 4, 1994

Purpose of the Document

This document is a proposed addition to the Implementation Plan dated December 10, 1993. Its purpose is to provide the RCERT areas of priorities in which to concentrate efforts for FY 1995. This document combined with the Implementation Plan sets forth actions to maximize the capacity of timber area workers, families, businesses, tribes, and communities in the Pacific Northwest to regain and improve their economic and social well being.

Proposed Areas of Emphasis

1. Tracking:
 - Equitable Distribution of Funds
 - Jobs/Other
 - Ecosystem
2. Relationship to the MAC
3. Improving the delivery system/Process improvements strategy
4. Public Affairs/Outreach
5. Integrating with Biological side of the President's Forest Plan

Please find attached the recommended strategies and assignments designed to build on the success of RCERT operations in the top five priority role areas.

1. TRACKING STRATEGIES

A. DISTRIBUTION OF FUNDS TRACKING STRATEGY

Need to tailor funds tracking systems to meet the needs of our individual priority customers. This most likely will result in the need to create/provide slightly different reports for each customer type (However, a single uniform report would improve efficiency in data collection and reporting).

Priority Customers include:

OMB, MAC, RCERT, SCERT, Public

Recommendation: Laura McFarland's replacement will work with each group and present final formats to the RCERT by the first meeting in 1995.

B. TRACKING JOBS -- (Wages, # of dislocated timber workers hired, communities served).

To effectively accomplish our goals of reporting to the MAC, public, not to mention Congress and the PRESS, there needs to be a region wide system to track jobs wages, # of dislocated timber workers hired, communities served, and other funds leveraged.

Recommendation: Appoint a committee to develop a universal system and facilitate agency participation. The committee will present a plan and/or system by the first meeting in 1995.

Committee: John Gilman, Bud Fischer, Ann Berblinger, Gary DeRosa, Ed Allen, Jack Peters.

C. ECOSYSTEM TRACKING

To evaluate and report on the success and economic impact of ecosystem restoration projects there needs to be a region wide system to track the number and dollar amount of contracts awarded to local firms, the number of jobs created and number of full time equivalent employees, and the number of dislocated workers hired.

Recommendation: Appoint a committee to develop a universal system and facilitate agency participation. The committee will present a plan and/or system by the first meeting in 1995.

Committee: Nancy Gloman, Kent Connaughton, Bob Rheiner

SAMPLE TRACKING SYSTEM FOR SCERT OR PUBLIC

**NORTHWEST ECONOMIC ADJUSTMENT INITIATIVE
FISCAL YEAR 1994**

PROGRAM	GENERAL BASE	SPENT	ADDITIONAL AVAILABLE	ADDITIONAL SPENT	TOTAL
RDA B&I LOANS	\$\$	\$\$	\$\$	\$\$	\$\$
etc.	Etc.	Etc.			
TOTAL	\$\$	\$\$	\$\$	\$\$	\$\$

When developing the tracking system, it is imperative to provide the correct amount of general dollars available and the amount of additional dollars available. There have been many different versions of numbers supplied to participants and the public.

Providing actual numbers to our key customers is a critical component of the Public Affairs Strategy and will enhance our ability to accurately report on the accomplishments of the Initiative.

2. RELATIONSHIP TO THE MAC

The relationship to the MAC goes beyond our reporting requirements. This relationship effects our ability to improve the delivery system and overcome challenges. Without significant support from the MAC, our ability to improve the delivery system and overcome challenge is significantly diminished.

Recommendation: Appoint a committee to develop a strategy and on-going relationship with the MAC. The committee will submit a plan to the RCERT by the first meeting in 1995.

Committee: RCERT Co-Chairs, Bill Scott, Terry Gorton, Karin Berkholtz, Karl Stauber.

3. IMPROVING THE DELIVERY SYSTEM/PROCESS IMPROVEMENTS STRATEGY

As we complete the first year of the Initiative, it is appropriate to focus our efforts and evaluate our ability to obtain process improvements. Because of the key role the MAC plays in process improvements, RCERT action on this strategy should be delayed until there can be discussions with the MAC on taking a more aggressive approach.

Recommendation: The committee should have discussion with the MAC on potential direction for process improvements.

4. PUBLIC AFFAIRS STRATEGY

Develop a holistic regional message focusing on the success, accomplishments, and challenges of the Northwest Economic Adjustment Initiative for presentation to key customers. The RCERT will serve as a forum for the timely exchange of Initiative information and for presentation to key customers.

Recommendation: Appoint a committee to develop/update a public affairs implementation plan. The committee will present a plan by the first meeting in 1995.

Committee: Armando Quiroz, Ken Brooks, Terry Gorton, Calvin Mukumoto, Karin Berkholtz, Eric Herst, Jennifer Kang, a representative of the US Office of Forestry and Economic Development and Tom E. Davis.

These are the main elements for this committee to address:

1. Relationship with Congress.
2. Public announcements.
3. Communicating internally with the partners and those involved with the Initiative.
4. Tracking, interpreting and disseminating information that is appropriate.

5. Greater Integration with the Biological Side of the President's Forest Plan

The forest plan is one plan with biological and economic concerns. The Economic Adjustment Initiative (EAI) is one component of the plan. Timber harvest and watershed restoration projects will have a major effect on the success of EAI. Biological concerns will affect the level of timber harvest and amount of watershed restoration projects.

Recommendation: The RCERT must define its relationship with the following:

1. REO
2. RIEC
3. Land management agencies

THE WHITE HOUSE
WASHINGTON

November 29, 1993

MEMORANDUM FOR

SECRETARY BABBITT, DEPARTMENT OF THE INTERIOR
SECRETARY BROWN, DEPARTMENT OF COMMERCE
SECRETARY CISNEROS, DEPARTMENT OF HOUSING AND
URBAN DEVELOPMENT
SECRETARY ESPY, DEPARTMENT OF AGRICULTURE
SECRETARY REICH, DEPARTMENT OF LABOR
ADMINISTRATOR BROWNER, ENVIRONMENTAL PROTECTION
AGENCY
ADMINISTRATOR BOWLES, SMALL BUSINESS
ADMINISTRATION
LEON PANETTA, OFFICE OF MANAGEMENT AND BUDGET
BOB RUBIN, NATIONAL ECONOMIC COUNCIL
KATIE MCGINTY, OFFICE ON ENVIRONMENTAL POLICY
JOAN BAGGETT, OFFICE OF POLITICAL AFFAIRS
MARK GEARAN, COMMUNICATIONS OFFICE
CAROL RASCO, OFFICE FOR DOMESTIC POLICY

FROM: ROY NEEL, DEPUTY CHIEF OF STAFF 

SUBJECT: OFFICE OF FORESTRY AND ECONOMIC DEVELOPMENT

BACKGROUND:

"We must never forget the human and economic dimensions of these problems. Where sound management policies can preserve the health of forest lands, sales should go forward. Where this requirement cannot be met, we need to do our best to offer new economic opportunities for year round, high wage, high-skill jobs. We may make mistakes but we will try to end the gridlock within the federal government and we will insist on collaboration, not confrontation."

- President William J. Clinton
White House Forest Conference
Portland, Oregon
April 3, 1993

The purpose of this memorandum is to alert you to the creation of an Office on Forestry and Economic Development in the Pacific Northwest, and the selection of Tom Tuchmann as the Director of the Office.

In pledging to resolve the northern California and Pacific Northwest's forest crisis, the President promised to untangle a complex web of administrative inaction, court orders, and interagency differences. On July 2nd the President announced his Forest Plan for a Sustainable Economy and Sustainable Environment (see attached). The plan has been nationally recognized for the manner in which it attempts to reconcile the jobs vs. environment issue. We now need a "full-court press" strategy to ensure the effective implementation of the plan.

We have already made some significant progress on this front. The attached memoranda of understanding, which most of you recently signed, were drafted to help guide the implementation effort. A forest management Interim Interagency Implementation Team has been formed in Portland, Oregon. The states and National Economic Council have established working relationships to provide more effective delivery of worker and community assistance programs. All agencies have been working to secure funding for program implementation within existing overall budget constraints for FY 1994 and FY 1995.

Yet, the plan is complex and there is little margin for error. To assure successful plan implementation, a regional Office of Forestry and Economic development will be established.

PURPOSE AND RESPONSIBILITIES:

The primary responsibilities of this office include:

- fostering close coordination among agencies and work groups at the regional level;
- ensuring proper and continual coordination between regional activities and Washington-based policy and budget initiatives;
- assisting agencies in plan implementation;
- serving as a visible point of contact for state/community groups;
- enhancing the close coordination of public communications on the President's plan within the region;
- providing a visible expression of the President's continuing commitment to full and aggressive implementation of his program.

The Office of Forestry and Economic Development will be located in Portland, Oregon for two years. Portland is centrally located within the region, which will make travel to northern California and the Pacific Northwest easier.

The Director will serve as the primary Administration representative on all issues relating to the implementation of the plan, both within the region and also between the region and

Washington-based implementation activities. The Director shall serve as a liaison to all agencies and provide reports to the White House about progress on all fronts -- from forest practices, to economic assistance, to the progress on moving timber to mills. The White House anticipates that all agency personnel in Washington, and in the region, will give the director full cooperation so that the President's plan is fully implemented. We expect this effort involving several agencies to be a case study for the Clinton Administration's "Reinvented Government".

In this capacity the Director or his designee will oversee both the Regional Interagency Executive Committee and Community Economic Revitalization Team. The Director will also serve as a member and liaison to the Washington, D.C. based Interagency Executive Committee and Multi-Agency Command. Working with the agencies, the Director will also be responsible for ensuring the effective and timely communication with the Congressional delegation, other community groups and the public generally on all matters relating to plan implementation.

Mr. Tom Tuchmann will serve as Director of the Office. Tom is a forester who understands both the technical and policy components of the region's forestry issues. Tom served as co-chair of the President's transition team effort on the Forest Conference. As Special Assistant to Secretary Babbitt, Tom assisted in designing the Forest Conference and subsequent planning efforts. Attached is a brief biography for your information.

Attachments:

Forest Plan for a Sustainable Economy and Sustainable Environment
Worker and Community Assistance MOU
Forest Management MOU
Tuchmann Biography

United States
Department of
Agriculture

Forest
Service

Washington
Office

14th & Independence SW
P.O. Box 96090
Washington, DC 20090-6090

Reply to: 6130

Date: November 17, 1993

Subject: Announcement of new Chief and Associate Chief

To: All Forest Service Employees

I am pleased to take this opportunity to personally inform all Forest Service personnel that Dr. Jack Ward Thomas has been named the new Chief of the U.S. Forest Service. The selection of Dr. Thomas, a senior scientist and a 27-year veteran of the Agency, upholds my commitment to maintaining professional leadership in the Forest Service. Dr. Thomas, who comes from the ranks of the Agency, who has been a career civil servant, and who has the highest professional standing, will start his assignment in Washington on December 1, 1993.

I am also happy to announce that Dave Unger will be the new Associate Chief. Mr. Unger will remain Acting Chief until December 1. We are grateful for Mr. Unger's assistance and guidance during this transitional period.

Dr. Thomas possesses the necessary leadership experience, scientific background, and professional integrity to lead us in addressing the many challenges we will face. He brings to the position of Chief a high degree of credibility and respect. In addition, he has considerable experience with long-range and strategic planning.

Working with Dr. Thomas and the Forest Service, I have three overriding goals I will see accomplished during my tenure as Assistant Secretary for Natural Resources and Environment. These include: increasing the credibility of the Forest Service; reinvesting in the professional resource managers who constitute the Forest Service; and moving forward with an ecosystem management approach that is scientifically sound and best meets the complex and diverse needs of our customers. I believe that accomplishing these goals is essential to establish the foundation necessary to meet the challenges before us. In addition, before I leave office, the position of Forest Service Chief will return to career status.

The Forest Service has reached an historical crossroads for natural resource management. We face the immediate challenge of managing forest resources in an integrated and coordinated manner, that is scientifically sound and ecologically-based, linking all elements of the forest landscape to meet the ever-changing demands of human beings, under ever-changing natural conditions. Additionally, we must restore public confidence, respond to an increasingly diverse clientele often with divergent values and goals, and to diversify our workforce to better reflect the culturally diverse citizenry we serve. In this period of shrinking budgets we must do more with less, becoming more efficient and responsive to meeting our customer's needs.

Confronting these challenges will require teamwork and a clear, shared vision. Our combined energy, imagination, ambition, and resourcefulness will enable us to achieve our aims and benefit from the many opportunities we shall encounter. I am excited and energized to work with Dr. Thomas and with all of you in charting a positive and productive future.

As Assistant Secretary, I am pleased with the opportunity to work with the two premier natural resource management agencies in the world. I look forward to working with you, and I thank you for your support and patience during this period of transition.

/s/ James R. Lyons

James R. Lyons
Assistant Secretary
Natural Resources and Environment

Steve Kinsella (202) 720-4623
Tom Amontree (202) 720-4623

USDA CHARTS NEW COURSE WITH CHANGE IN LEADERSHIP AT FOREST SERVICE

WASHINGTON, Nov. 17--Today the U.S. Department of Agriculture announced new leadership at the U.S. Forest Service. Jack Ward Thomas, a world renowned wildlife biologist with a long and celebrated career at the agency will take over the helm as the 13th chief of the Forest Service.

Secretary of Agriculture Mike Espy said, "Jack Ward Thomas has the scientific credentials, the dedication, and the professional integrity to guide the agency as we move toward the 21st Century."

According to Assistant Secretary James R. Lyons, "Thomas' strong research background, his demonstrated leadership skills, and his understanding of forest and rangeland ecosystem management principles make him the ideal individual for the job."

Earlier this year President Clinton intrusted Thomas with the important task of leading the Forest Ecosystem Management Assessment Team. Along with his outstanding contribution to the President's Forest Conference he led two other high-level scientific teams on northwestern forest ecosystem management.

"To be asked to serve as Chief of the Forest Service, my professional home for 27 years, is an honor. Our challenge and duty is to ensure that the Forest Service emerges from this period of great change and development to reaffirm its position as the world's finest natural resource management agency," said Jack Ward Thomas.

Thomas holds degrees in wildlife management, wildlife science, and a doctorate in forestry. His professional career spans four decades and includes numerous national honors and awards, such as the Wildlife Society's Aldo Leopold award, the National Fish and Wildlife Foundation's "Chuck" Yeager award, and the USDA Superior Service award, the highest award granted by the Department. Thomas is also an elected Fellow in the Society of American Foresters and an Honorary Member of the Wildlife Society.

Espy also announced that David G. Unger, who has served as acting chief is being named as the new Associate Chief of the Forest Service, second in command to Thomas. "I want to personally thank Dave Unger for the leadership and guidance he provided as acting chief during this time of transition. As Associate Chief Unger will assist in leading the Forest Service to fully implementing its ecological approach to managing the nation's forest and rangeland resources," Espy said.

-more-

Before taking on his role as acting chief, Unger was associate deputy chief for National Forest System with emphasis in the area of conservation. He most recently led a national initiative to implement and coordinate efforts to protect endangered fisheries habitat.

Lyons added, "Unger's experience in leadership positions with both the Soil Conservation Service and other agencies at USDA, will help accelerate our efforts to foster a closer working relationship between the Department's premier natural resource agencies."

MESSAGE SCAN FOR JERRY WILLIAMS

To J.Williams:R06A

From: TERRY L. WEST:WO
Postmark: Nov 10,93 8:26 AM

Host: W01B
Delivered: Nov 10,93 8:09 AM

Subject: Forwarded: Speech by Senator Mark Hatfield re Dale Robertson

Comments:

From: TERRY L. WEST:WO
Date: Nov 10,93 8:26 AM
the speech you requested

-----X-----

The following speech by Senator Mark O. Hatfield was delivered on November 4, 1993, on the floor of the Senate concerning F. Dale Robertson:

Senator Mark O. Hatfield
Floor Statement
Appointment of the New Forest Service Chief
November 3, 1993

Mr. President:

For the past six years, F. Dale Robertson has served as Chief of the United States Forest Service, leading his agency through perhaps the most difficult challenges and transformations in the history of any government resource management agency. Throughout his tenure, Chief Robertson has served this country with honor, distinction, integrity and ingenuity and is unworthy of the treatment he has received at the hands of the current Administration.

Unfortunately, however, a decision has been made to remove Dale Robertson and Associate Chief George Leonard from their top career Forest Service positions in an effort to "clean house" and promote a new agenda for the embattled agency. I find this practice troublesome because these positions, which have traditionally been filled by lifetime career personnel, provide the agency with a sense of continuity, institutional knowledge and insulation from the shifting tides of Washington, D.C.'s political culture.

Nevertheless, the termination of these two public servants appears to be an attempt to lay the blame for the problems in our national forests squarely on the shoulders of the now-former Chief and his closest staff. On its face, this misguided action is simply ludicrous. The blame for the controversy surrounding the management of our National Forest System over the past six years lies not with one or two men, but with those most able to actually do something about the problem: Congress and past and present Presidential Administrations.

Over the past 35 years, Congress has done an excellent job layering numerous contradictory forest and resource management laws on top of one another, all the while expecting immediate and clear results from the Forest Service. In fact, over half of the laws affecting forest management in the United States today have been passed since 1964. Taken as a whole, the result of all these laws is to create a smoke obscured mine field, surrounded by what I call "hyper-process" contradictory and unclear statutory and regulatory requirements which are the legislative equivalent of a train wreck.

Despite this untenable situation, there has been no interest in taking a broad look at our nation's forest management policies, debating solutions, and making the necessary changes. The current base of law has become so sacrosanct to some that, despite my pleading for clarifications to the forest statutes which have caused the loss of at least 26,000 jobs in my region, the majority of our nation's law making body has resisted any changes. In fact, the inaction by Congress and successive administrations mirrors an often heard theme of our time, where unless the settlement to a contentious issue is a "100 percent solution," there is no solution at all, and thus no balance and no relief is obtained for the 84 rural communities in my state dependent on a federal timber supply.

In addition, the current Administration has said it will not support clarifications in the laws relating to management of the forests of the Pacific Northwest but, rather, it will work within the existing system to solve the forest crisis. This action will likely fail.

For example, last July, at the conclusion of the President's Forest Conference, the Administration promised an annual regional timber sale level for 1993 of 2.2 billion board feet. This year, the Administration will be lucky to deliver on 10% of that amount as they fumble about in the existing labyrinth of forest management laws. That is the effect of hyper-process and gridlock, and it is equivalent to fiddling while Rome burns.

Clearly, the blame for the problems in our national forests lies in many places other than upon the shoulders of Dale Robertson and George Leonard. The policies of Chief Robertson have come under fire from all sides of the resource management spectrum, including the current Secretary of Agriculture. In fact, opponents of Chief Robertson came out in the Oregon press last week contending that he over-cut national forest lands as supervisor of the Mt. Hood National Forest in Oregon from 1976 to 1980. This assertion, however, is false.

During Dale's term as Mt. Hood supervisor, the forest met its average timber sale targets almost exactly by the numbers. This target over the five-year period of his tenure was 1.973 billion board feet, and the actual amount of timber sold was 1.981 billion board feet. In short, using the best science of that era, Supervisor Robertson maintained almost the exact level of sustainable timber harvest established through the National Forest Management Act's ten-year planning process.

Despite his efforts to facilitate change and steer the agency in new and bold directions as Chief, Dale has had the unfortunate duty to serve at a time when the public has been more interested in a fight than in finding solutions. Throughout this time of criticism and constant battles, Dale has served with distinction, as shown by his numerous agency-wide and personal accomplishments.

In recent years, many have criticized the Forest Service for being an entrenched bureaucracy where change seldom, if ever, occurs. The record, however, tells a different tale. In the last 15 years, the agency has changed dramatically, both in the direction and character of its programs and workforce.

Specifically, many changes have taken place in National Forest System programs between 1988 and 1992, including a 75% increase in recreation funding, a 137% increase in funding for fish and wildlife and 50% reduction in the annual timber sales offered, from 11.3 billion board feet to 5.1 billion board feet nationwide, as well as a new policy to move clearcutting as a forest management tool to the back of the tool box.

In addition, in 1989, at the direction of Chief Robertson, the Forest Service launched the "New Perspectives" program to identify more environmentally sensitive ways of managing the National Forests and Grasslands. This year the lessons of New Perspectives have been applied not only to the agency's "Ecosystem Management" policy, but also to the President's Forest Ecosystem Management Assessment Team report.

Chief Robertson has also received numerous personal awards during his time as chief, such as two from the President of the United States - the "Meritorious Service Award" in 1987 and the "Distinguished Presidential Rank" in 1988. He also received Trout Unlimited's "Special Conservationist of the Year" award in 1989, American Rivers Association's "River Conservationist of the Year" award in 1990, the Secretary of Agriculture's award for "Best Manager in USDA for Workforce Diversity" in 1992 and the Senior Executive Association's award for "Outstanding Career Executive Leadership and for Success in Meeting the Challenge of Change" in 1993.

Mr. President, are these awards reflective of a man who shows disdain and disregard the nation's resource conservation laws? I think not.

Dale Robertson is respected by his peers both within and outside the Forest Service as an individual with outstanding leadership abilities and high moral integrity. A man of such high accomplishment is certainly deserving of a more distinguished exit from an agency in which he has worked all his life.

Perhaps Dale, as Chief, was not a good politician. Believe me there are worse things to be charged with than that. But where he may not have been a good politician, Dale Robertson was - and remains - an exemplary forester and a consummate (sic) professional. I have been proud to know and to have worked with him.

My disappointment with the handling of the Chief's departure is in no way a reflection of my feelings for the individual just named to serve as acting Chief, Dave Unger. My congratulations go out to Mr. Unger and I stand ready to assist with his transition to acting Chief in any way possible. His task will be formidable, likely without much satisfaction, and I pledge to work with him and his new team to bring this conflict to an end and return peace - true peace - to our forests and our communities.

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